

ERRATA.

On page 1606, on line 1 of said page, the figures "400" are hereby corrected to read "440."

On page 1642, on line 19 of said page, the figures "549" are hereby corrected to read "459."

On page 1642, line 8 of said page is hereby corrected by inserting the figure "4" between the words "No." and "in," so as to read as follows: "No. 4 in Putnam County."

On page 1711, between lines 33 and 34 of said page, the following line is hereby inserted, to-wit: "Senate Bill No. 11," as a correction to show the No. of the bill.

On page 1839, on line 21 of said page, the word "Senate" is hereby corrected to read "House."

On page 2026, on line 37 of said page, the figures "497" are hereby corrected to read "479."

On page 1275, line 29 is hereby corrected to read "Bill No. 184" instead of "Bill 84," as it appears in the Journal.

On page 1352, on line 14, the figures "360" are hereby corrected to read "306."

On page 2095, on line 15 of said page, the figures "241" are hereby corrected to read "471."

On page 2046, line 4 of said page is hereby corrected to read: "House Bill No. 839."

On page 2096, line 6 of said page is hereby corrected to read as follows: "And Senate Bill No. 466, with House amendments."

On page 2184, said page is hereby corrected by inserting between lines 7 and 8 of said page the following:

"By consent,

Mr. Malone introduced—

Senate Bill No. 523:

A bill to be entitled An Act to amend Section 1 of An Act entitled "An Act to amend Sections 2, 3 and 5 of Chapter 7259 of the Laws of 1917, entitled An Act creating a State Board of Pensions, defining who shall receive pensions, who shall not receive pensions, who shall be retained as pensioners, how applications shall be made, how pensions shall be paid; duty of County Commissioners in regard to pensions. Providing for the levy of a pension tax, and authorizing the State Board of Pensions to make regulations to carry into effect the provisions of this Act, approved May 21, 1919.

Which was read the first time by its title and the further disposition of the bill was informally passed over."

JOURNAL OF THE SENATE

Of the Seventeenth regular session of the Legislature under the Constitution of the State of Florida of A. D. 1885, begun, and held at the Capitol, in the City of Tallahassee, Florida, Tuesday, the 8th day of April, A. D. 1919, being the day fixed by the Constitution of the State of Florida for the convening of the Legislature.

Tuesday, April 8, 1919

The Senate convened at 12 o'clock, noon, and was called to order by Hon. John B. Johnson, President of the Senate.

The Secretary announced that the Secretary of State had again certified to the election of State Senators at the general election of November 5th, 1918, and that the same was on file.

Secretary Charles A. Finley called the roll, and the following Senators answered to their names:

Districts 1—W. A. McLeod.
District 2—John P. Stokes.
District 3—John L. Moore.
District 4—W. J. Singletary.
District 5—H. L. Oliver.
District 6—S. W. Anderson.
District 7—Oscar M. Eaton.
District 8—D. M. Lowry.
District 9—John E. King.
District 10—R. H. Rowe.
District 11—Doyle E. Carlton.
District 12—W. T. Cash.
District 13—Dr. W. L. Hughlett.
District 14—M. L. Plympton.
District 15—A. D. Andrews.
District 16—James E. Calkins.
District 17—J. B. Johnson.
District 18—J. Turner Butler.
District 20—W. J. Crosby.
District 21—J. W. Turner.
District 22—T. T. Turnbull.

District 23—W. M. Igou.
 District 24—W. H. Malone.
 District 25—C. C. Mathis.
 District 26—W. A. Russell.
 District 27—A. W. Wilson.
 District 28—Lincoln Hulley.
 District 29—W. E. Baker.
 District 30—John Bradshaw.
 District 31—W. A. MacWilliams.
 District 32—D. G. Roland.

Present, 31.

A quorum present.

The Senate then proceeded to the reorganization of the body.

Mr. Moore placed in nomination, to be President of the Senate for the ensuing two years, the name of Hon. James E. Calkins of the 16th District.

There being no other nominations, Mr. Moore moved that Hon. James E. Calkins be elected by acclamation.

Which was unanimously agreed to.

And Hon. James E. Calkins was elected by acclamation, and declared to be the President of the Senate for the ensuing two years.

The President appointed Messrs. Moore, MacWilliams and Lowry as a committee of three to wait upon and escort the newly-elected President to the chair.

The committee having performed the duty assigned them, the newly-elected President was received and presented to the body as the presiding officer by the retiring President.

President Calkins announced his acceptance and took the chair.

Mr. Moore placed in nomination for the President pro tem. of the body the name of Hon. W. J. Singletary of the 4th District.

There being no other nominations—

Mr. Moore moved that Hon. W. J. Singletary of the 4th District be elected by acclamation as President pro tem. of this body.

Which was unanimously agreed to.

Hon. W. J. Singletary was elected by acclamation and declared the President pro tem. of the Senate for the ensuing two years.

Mr. Moore placed in nomination for Secretary of the Senate the name of Charles A. Finley of Columbia County.

There being no other nominations—

Mr. Moore moved that Mr. Finley be elected by acclamation.

Which was unanimously agreed to.

Mr. Charles A. Finley was elected by acclamation and declared the Secretary of the Senate for the ensuing two years.

Mr. Moore nominated the following as attaches of the Senate:

Assistant Secretary—C. White, of Polk County.

Bill Secretary—C. Y. Byrd, of Suwannee County.

Enrolling Secretary—Lawrence Williams, of Bay County.

Engrossing Secretary—Miss Florence Altman, of Manatee County.

Journal Secretary—Miss Sallie McLean, of Santa Rosa County.

Sergeant-at-Arms—P. A. McMillan, of Brevard County.

Chaplain—Rev. S. W. Lawler, of Tallahassee.

Doorkeeper—O. S. Gramling, of Leon County.

Messenger—J. A. McKinnon, of Walton County.

Janitor—Sidney Baker, of Clay County.

Stenographer—Mrs. Frank Cullen, of Orange County.

Stenographer—Frank Cornelius, of Hillsborough County.

Stenographer—Miss Genevieve Choate, of Flagler County.

Stenographer—Miss Nannie Andrews, of Bradford County.

Page—Hugh Igou, of Lake County.

Page—James Fletcher Turner, of Levy County.

Page—Sewell J. King, of Citrus County.

The Secretary and the above named attaches of the Senate, were duly sworn in as such.

Mr. Moore moved that the election of the foregoing attaches be made by acclamation.

Which was unanimously agreed to.

And they were duly elected as attaches for the session of 1919.

After a contest of trial, Mr. Ray Walden was elected

Reading Secretary and Mr. M. McPherson was elected Assistant Reading Secretary.

Mr. Carlton moved to return thanks to the ladies of Tallahassee for the beautiful flowers which adorn the Senate Chamber.

Which was unanimously agreed to by a rising vote.

Mr. MacWilliams moved that the rules governing the session of 1917 shall be the rules governing this body until the Committee on Rules submit their report.

Which was agreed to.

Mr. MacWilliams moved that a committee of three be appointed to wait upon the Governor and notify him that the Senate is duly organized and ready to receive any message that he may see fit to submit.

Which was agreed to.

Messrs. Huley, Hughlett and Stokes were appointed as such committee.

Mr. MacWilliams moved that a committee of three be appointed to wait upon the House of Representatives and notify them that the Senate is duly organized and ready to enter upon the work of the session.

Which was agreed to.

Messrs. MacWilliams, Johnson and Igon were appointed as said committee.

The committee to notify the House of Representatives of the organization of the Senate appeared at the bar of the Senate and reported that they had performed the duties assigned to them and asked to be discharged.

Which was granted.

The committee to wait upon the Governor and notify him that the Senate was duly organized and was in readiness to receive communications from the Chief Executive appeared at the bar of the Senate and announced that the duty assigned to the committee had been performed and asked to be discharged.

Which was granted.

A committee from the House of Representatives appeared at the bar of the Senate and announced that the House of Representatives was duly organized and ready to proceed to business.

A message from the Governor was received and ordered to be spread on the Journal.

MESSAGE OF THE GOVERNOR

STATE OF FLORIDA.

OFFICE OF THE GOVERNOR.

Tallahassee, April 4th, 1919.

The the Senate and House of Representatives:

This session in the history of Florida and the United States brings to us a most interesting and important epoch, because it is at the successful termination of the greatest war for Democracy which has ever been fought. This war, and the victory which the Allied forces have achieved, has resulted in cementing our own people, as a nation, in the bonds of friendship, unity and strength, not known before in the history of America. It has also demonstrated to the world the fact that the Nation which attends to its own business, without thought or preparation of war, is more than able to cope with those nations whose supreme idea is military despotism, oppression and imperialism. While this is true and we congratulate America, England, France, Belgium, Italy, Servia, and all other National friends who fought on our side, on the fact that the world is safe for Democracy, yet this War presents some new problems in our own history which we must solve for ourselves or this destructive military power of the Old World will be engrafted into the New.

ESPIONAGE.

The first problem which presents itself to the New World is the very strict laws concerning espionage and the right of free speech, which has always been a heritage of the American people. This extremely strict law resulted in much dissatisfaction among the American people, because we represent Democracy and yet our mouths were shut to hundreds of cases of injustice wrought through military, judicial and legislative channels, which was not right to be borne by a free people and which they now deeply resent. These conditions should cause memorials to be sent from each and every Legislature to

Congress when it assembles in extraordinary session, urging that, as a free people, these conditions should not be borne by us, for as a Nation our fore-parents fought on the bloody fields of revolution to establish free speech and free thought.

PROFITEERING.

Another great problem for us to solve, brought about by the war, is the system of profiteering which has come into vogue, and while millions of people in the United States were controlled and governed by higher principles of patriotism, thousands of firms boldly profiteered and made their fortunes upon the exigencies and necessities of the very people who were struggling to gain the victory in this war. This condition is one of the saddest which confronts us and shows that there is an innate selfishness in the marts of trade, which even a world-wide war for Democracy could not keep down. It also shows that the Departments at Washington, while very eager to prosecute certain lines of deficiencies and lack of morality on the part of citizens of this Nation, took no hand in seeing that profiteering should be stopped.

HIGH PRICES.

Still another problem brought on by the War is the high price of commodities and the high price of labor. This now confronts us and is knocking at the door of Congress for solution. Let us hope that some equitable conclusion will be attained, which will solve this great problem.

SELECTIVE SERVICE DRAFT.

While these conditions, which militated against us, were baneful and need to be corrected in the future, there is one great triumph achieved by the several States of the Union, whose citizenship entered into this world war, and that is the Selective Service Draft. This Draft was a supreme trial and also a test of efficiency of citizenship in each and every county in the United States of America. The Governor is not posted as to the draft in all States, except to know generally that it was a success, but in Florida we are indeed proud of the fact that it was more than a success and that the private citizens in

the several counties of this State who were placed in these responsible positions, on the Local and District Boards and as Physicians, acquitted themselves with more than usual fidelity, patriotism and devotion to the cause of human liberty. This proves to us conclusively that conscription, even with as many defects as surrounds the system, was successful in the late war as evidenced by private citizens who constituted said boards and who arose to the supreme emergency of the occasion. We, in Florida, were certainly fortunate in having at the head of our Draft Board a man and his wife, both magnificently endowed for this new and hard task. The Governor refers to Captain Edward L. Anderson and his wife, and no need of praise on his part can be too high for these two people who worked so hard, faithfully and conscientiously in the discharge of their duties as head of the Draft Board of Florida, under the direction of the Governor, and he suggests to the Legislature that a resolution of thanks be offered to them some time during the session and spread upon the records so that it will go down to future ages, showing that Florida appreciates the supreme effort these people made.

RETURNING SOLDIERS AND SAILORS.

Another question before us, as a heritage of the great World War, is the returning soldiers and sailors. These men, who when they left were in the heyday of health, many of them return broken in health and in life and the places they once occupied are now filled by others who do not care to give them up. The Governor would urge upon the attention of the Legislature, that something be done to insure these returned men positions which will at least give them a support until they can find something better to do.

STATE BUDGET.

Looking into the future of the State, there seems to be a condition confronting us, which to the Governor's mind should be attended to by the Legislature at this session, because of its importance. A Budget System, to do away with the wild appropriations system at the conclusion of each session, which oftentimes gives to one cause too much and not enough to another should be

adopted. By adopting the Budget System and having a Committee appointed at the beginning of the session, whose duty it will be to ferret out and go fully into the needs and merits of each institution and department of State Government, they could have a wise, systematic, business-like appropriation of funds, which would guarantee no haste and great thought in the preparation of such funds as the State Institutions need. We note in the business world that every great corporation and business concern now has an entire Budget System and these business concerns and corporations could not at all proceed with their vast endeavors, or small concerns with theirs, if they did not have this system, which shows conclusively their financial status at all times and under all circumstances.

SECOND BOARD OF CONTROL.

The second great State need which seems to the Governor, at the present time, to be of great importance, is that there should be created a second Board of Control, to be known possibly by the name of an Efficiency Commission to investigate the manner and method of transacting business at the various State Institutions, under the supervision of the Governor and Cabinet and to make suggestions, looking to the possibility of greater efficiency and better business methods at these Institutions. You may ask why this is necessary and why the Governor and Cabinet do not perform these functions themselves? The Governor replies that the manifold duties of the Governor's Office and the heavy duties of each and every Cabinet Officer, makes it extremely hard for them to take the care and burden of these institutions upon them. They become engrossed in the work of their offices, which takes all their time, and before they realize it something wrong has happened at one of these institutions, for which they are severely blamed and criticised. If the Governor's Office and the Cabinet Officers were mere cynosures without work, they could leave their business offices any day and go on a tour of inspection to these Institutions and could well do the work without any help from such Efficiency Board, but when they leave their offices they find that there is a mass of business equally as important, dealing with the business of different counties in the State, which has been slighted to do this in-

spection work. If the Legislature could appoint five persons, one of whom would be the President of the Federation of Woman's Clubs, together with four men on this Board, either having a salary attached or making it purely an honorary distinction, such as the Board of Control now enjoys, they would have time to solve a great and vexed proposition which confronts the Governor and his Cabinet, and in fact the whole State of Florida. Of course this Board of Efficiency would be under the direct control of the Governor and his Cabinet and, whenever they could find the time, would still have the right to visit any State Institution and plan together with the Board of State Institutions and Board of Efficiency, suggesting any changes for the betterment of said Institutions.

FINANCIAL CONDITION.

In regard to the State's financial condition, the Governor desires to say that it affords him great pleasure to submit for your attention and consideration a report made by State Auditor, Hon. J. Will Yon, as of February 11th, 1919, which reports is herewith incorporated:

"FINANCIAL REPORT OF STATE AUDITOR."

Tallahassee, Fla., February 11, 1919.

Hon. Sidney J. Catts, Governor,
The Capitol.

Dear Sir:

I have the honor to report that I have made an examination of the office of State Treasurer as of date of close of business December 31, 1918. All moneys and cash items were counted and examined, and bank balances were verified. Bonds and Securities held by the State Treasurer for various purposes were examined and checked. I beg to submit the following as found by my examination:

BALANCE SHEET.

DEBITS.	
General Revenue Fund.....	\$ 199,679.76
One Mill School Tax Fund.....	58,240.98
Pension Tax Fund.....	218,528.38
State Board of Health Fund.....	64,466.57

Principal of School Fund.....	41,554.64	
Interest of School Fund.....	47,803.56	
Principal of Seminary Fund.....	386.01	
Drainage Tax Fund.....	34,256.71	
Drainage Bond Fund.....	668,540.32	
State Prison Fund.....	33,026.97	
R. R. Commission Fines Fund.....	5,100.07	
Shell Fish Fund.....	5,090.17	
Teachers' Examination Fund.....	1,227.89	
State Road Tax Fund.....	130,551.49	
Motor V. L. Maintenance Fund.....	5,173.29	
Motor V. L. County Road Fund.....	159,289.37	
Motor V. L. Expense Fund.....	105.48	
Florida National Forest Fund.....		
Asylum Patients' Trust Fund.....	2,453.21	
Everglades Drainage Sinking Fund..	96,475.23	
Agricultural College Fund.....	2,493.33	
Interest of Seminary Fund.....	1,873.10	
Hatch Experiment Station Fund.....	2,584.30	
Adams Experiment Station Fund....	2,592.60	
Lever Agricultural Extension Fund..	6,124.04	
White College Morrill Fund.....	14,480.34	
A. & M. College Morrill Fund.....	18,063.20	
A. & M. College Incidental Fund....	24.45	
A. & M. College Slater Fund.....	80.30	
A. & M. College Fire Loss Fund.....	1.25	
University of Florida Fire Loss Fund	133.82	
University of Florida Incidental Fund	6,045.20	
Experiment Station Incidental Fund.	260.16	
Florida State Cillege Incidental Fund	12,983.11	
Deaf & Blind School Incidental Fund.	417.54	
Boys' Indus. School Fire Loss Fund..	1,090.83	
Smith-Hughes Agricultural Fund....	2,437.18	
Smith-Hughes Trades and Ind. Fund.	4,707.98	
Smith-Hughes Teachers' Fund.....	3,313.42	
Federal Aid Road Fund.....	9,972.55	\$1,861,628.00

CREDITS.

Cash and Cash Items:		
Currency	\$ 16,362.00	
Silver, Nickles and Pennies.....	145.38	
Checks cashed	456.50	
Warrants paid Dec. 31, 1918.....	162.98	
Requisitions:		
Jurors and Witnesses.....	64,411.95	
State Board of Health.....	1,000.00	
Unpaid Coupons of S. S. D. No. 10,		
DeSoto County	105.00	
Cash in Banks.....	1,778,984.99	\$1,861,628.80

You will find from this report that we have a balance on hand of \$1,861,628.80, which the State of Florida should well be proud of; however, to offset this splendid report, which is quite different to that of many Southern States, which are deeply in debt, we have the bonding

of Road Districts, School Districts, Drainage Districts and other bonded indebtedness in the different counties in the State, approximating over \$2,500,000.00. If these bonds were paid at once it would wipe out by considerable loss our cash balance as given above, and this calls to your attention the fact that the Legislature should insist that all bonds for the future be curtailed, because if this is not carefully looked after by the Legislature we will soon have our loved State so deeply in debt that it will entail upon the coming generation a condition of indebtedness which will be very hurtful. The Governor would, therefore, urge that you analyze the proposition and allow no bonds in the future which will endanger the good credit of the State of Florida, or the counties and districts thereof. This is one of the supremest matters that could come before you for consideration as a law-making body.

STATE INSTITUTIONS.

The next matter which comes before us for attention is the State Institutions, known as the Hospital for Insane at Chattahoochee, Florida; the Boys Industrial School at Marianna, the Girls' Industrial School at Ocala, and the State Prison Farm at Raiford. The Governor desires to say that the State Hospital for Insane has been severely stricken, since your last session, by the Spanish Influenza. This institution was well managed and controlled for the past year by Dr. W. M. Bevis at the head of it, while Dr. H. Mason Smith was in the Army, but a few weeks ago Dr. Smith returned and has resumed control of said institution. Many improvements are being made in the personnel of the Hospital this year and we feel that it is upon higher and better ground than it has been for several years.

BOYS' INDUSTRIAL SCHOOL.

The Boys' School at Marianna, as we all know, has been for some time a storm center, superinduced by keeping a man at its head who was not alive to his duties. This has been remedied and a new Superintendent, Dr. Frank E. McClane of Ocala, Florida, has been elected and we hope he will prove able to contend with the conditions at this school in a way which will show that he is a master

of men. We have also put a new Farmer at the Institution, a member of this Legislature, and who is well qualified for this work. We feel that this Institution has been exceedingly unfortunate in the past, because only a few years ago it suffered a tremendous loss by fire, in which several lives were lost and much property destroyed, but we believe that with the late storm passed and a better and newer set of officials at the Institution it faces a condition which will, we hope, be full of successes and good management in the future.

GIRLS' INDUSTRIAL SCHOOL.

The Girls' School at Ocala is well managed by Miss Lumie B. Davis and the girls at the institution are very happy and contented in their daily duties. All who come in contact with the School praise it as being one of the best managed within the range of their acquaintance. We are proud of the record that the girls in this school are making.

STATE EDUCATIONAL INSTITUTIONS.

The next measure which claims our attention is the State Educational Institutions, which are: The University of Florida at Gainesville, Florida; the State College for Women at Tallahassee, Florida; the Blind and Deaf school at St. Augustine, Florida; and the Agricultural and Mechanical College, for colored people, at Tallahassee, Florida.

The University of Florida is possibly our greatest educational institution and one over whose destinies Dr. A. A. Murphree, its honored President, has control. The University, for the past year, has had rather a small attendance on account of the world war, but it is coming back into its own at once and is destined to be a great factor in the lives of our youths in Law, Science, Literature, Theology, Agriculture, and all other kindred industries and sciences. There is quite a question of moment upon the tapis now, in regard to the University, which has been suggested, promulgated and endorsed by the Board of Control, which the Governor desires to call to your attention so that you may pass an appropriate bill concerning same whenever you so desire.

UNIVERSITY EXTENSION.

This matter is known as University Extension and deals with carrying on the work through correspondence courses, dominated and controlled by the different professors of the University, to each and every person within the State of Florida. The University Extension teaching has been tried and is now successful in many lines, including agriculture, and is made a part of the regular work in the Universities of Wisconsin, Kansas, Colorado, Harvard University, and Indiana University. The Governor hopes, by calling your attention to this work, that it will cause the Legislature to pass a law, making it a part of the University training. No conscientious objector can rise up against the assertion that any plan by which the benefits of an institution maintained at the public expense, can be carried to all the people who are tax burdened, is a good plan. Any plan that will scatter the benefits better is also good in proportion to the length and breadth of its scatteration. Let us also be thankful that we have learned to be moderate in our expectations. Believing all these things our modesty has taken no shame in venturing to suggest to the Board of Control that University Extension work be no longer confined to the farmers, but passed along to the fishermen, laborers, lawyers, clerks, doctors, merchants and stenographers, and all others included. President Wilson has received a letter from Hon. Franklin K. Lane, who is Secretary of the Interior, calling the President's attention to a bill now pending in Congress appropriating much money to "conduct a vigorous and systematic campaign for the eradication of adult illiteracy." Now, it is quite plain that the Honorable Secretary did not intend to endorse University Extension in this official writing referred to. He had in mind something else quite different, but he did in fact endorse University Extension when he recommended "a vigorous and systematic campaign for the eradication of adult illiteracy." For adult illiteracy can be eradicated in no other way. There is no use talking about making a grown man go to school. It is one of the few things that simply cannot be done. It is hard enough to get children in school—grown-ups, none whatever. In University Extension a way is found to take the school to the pupil and in this way alone can adult illiteracy be eradicated. Hence we get the slogan—"MULTIPLY THE

EXTENSION AND DIVIDE KNOWLEDGE AMONG THE PEOPLE OF ALL AGES AND CONDITIONS."

VOCATIONAL EDUCATIONAL SCHOOLS AND HOME ECONOMIC DEPARTMENTS.

Also in connection with the University of Florida and the State College for Women, I desire to state that under the Smith-Hughes Bill, the State Board of Education has located ten Vocational Educational Schools and five Home Economic Departments; the former for the training of our boys along the lines of agriculture and kindred subjects, and the latter for the girls of Florida, along lines of domestic science and home economics. These schools are located as follows: Educational Vocational Schools located at, Gonzalez, Bonifay, Starke, Largo, Wauchula, Montverde, Lemon City, Pahokee, Greensboro and Madison. Home Economics Departments located at, Marianna, Tallahassee, Bushnell, Williston, and DeLand. There is also another school under this Bill, known as the Evening School, teaching trades and industries, located at Jacksonville, Florida. These schools are destined to become the feeders of our University of Florida and State College for Women and need all the encouragement that the Legislature of the State of Florida can give, because each year they will be helped more and more, not only by the laws passed by this Legislature, but by accumulated sums of money given by the Smith-Hughes Act and other acts and amendments from our Federal Congress.

STATE COLLEGE FOR WOMEN.

Our State College for Women, located at Tallahassee, is possibly the most beautiful jewel upon the bosom of Florida and is becoming the cynosure of all eyes, in fact it is the Vassar of the South. This Institution, under the Board of Control and the President, Dr. Conradi, is developing the young womanhood of Florida, and the whole State is and has a right to be proud of this institution. This great school, together with the Home Economic Departments established as above stated, will forever guarantee to the girls of Florida and adjacent states an education which will fit them for the duties devolving upon the women of today and the future.

THE BLIND AND DEAF SCHOOL.

The Blind and Deaf School at St. Augustine is also well presided over by Dr. Walker, its President, and his able corps of teachers.

FLORIDA AGRICULTURAL AND MECHANICAL SCHOOL.

The Agricultural and Mechanical School at Tallahassee for negroes is doing a good work under the President, Professor Young, and in conversation with him a week or two ago, he stated that his institution is badly crowded and presented the Governor with a synopsis of its needs, which he in turn forwarded to the President of the Board of Control. The Governor desires to suggest to the Legislature that you appoint a Committee to confer with Professor Young and his faculty in regard to the requirements of this Institution.

TAXATION.

This is the most important question which will come before the Legislature. The people of Florida are and have been too heavily taxed. In some places the taxes approximate such a high per cent that a person loaning out money at the legal rate of interest would hardly realize any profit; this is abnormal and must be relieved. The Governor, therefore, suggests that the Legislature look carefully into the matter of having a great many citizens, who have been escaping taxation, put upon the list of tax-payers, for the material progress and development of the State depends largely upon the reasonableness of the tax burdens upon property. Under the operation of the present system, property taxation is unequal and unjust. Relief should be promptly afforded by discovering new sources of revenue for State purposes so that the levy of property taxes for State expenses may be wholly dispensed with. This will enable the counties to levy assessments upon valuation without reference to the State taxation, thereby rendering immaterial the differences in values in the several counties, making a Tax Commission unnecessary.

PRIVILEGE OR FRANCHISE TAX.

To meet the expenses of the State a reasonable privilege or franchise tax may be imposed upon corporations chartered in this State, and those chartered elsewhere but doing inter-state business in this State, constitutional limitations in the premises being duly observed in framing and administering the law. This would be a most just tax that would, in a measure, compensate the State for the benefits derived by the corporations through the privilege or the authority conferred or permission given to do business in the State as corporate entities with such great advantages.

INHERITANCE AND INCOME TAX.

An inheritance tax should also be provided for. Should these inheritance and franchise or privilege taxes, together with license taxes and other revenues accruing to the State from sources other than from taxes upon property, be insufficient to meet all proper state expenses, a moderate income tax may be collected. But State expenses should be reduced to the lowest possible point consistent with true economy, efficiency and faithful service to the State. Every department of the State Government should be required to exercise most rigid economy in expenditures and to dispense with unnecessary employment and disbursements of all kinds. In this way the burden of taxation would not rest so heavily upon the poor people who have been paying taxes to date. The Governor would further suggest that, as the United States of America has seen fit to place an income tax upon the citizenship, possibly Florida might impose a small tax on certain incomes, which would bring in great sums of money and at the same time put the burden upon those who should bear it.

PROHIBITION.

In regard to prohibition we have achieved much and our State is to be congratulated upon what we have already attained, but in the last bill, as passed by the Legislature in extra session, there is a clause which should be dealt with by you gentlemen before you conclude your session this year, and that is in regard to the

proposed law allowing the Drug Stores to sell whiskey upon prescription of doctors. The reputable doctors and druggists in this State resent this and have expressed themselves in no measured terms, but while this is true the disreputable doctors and druggists are taking advantage of the right given to them in this clause of the law. If this remains as incorporated now in our prohibition laws it will result in prohibition in Florida becoming a mockery and a bane in the eyes of all men. The Governor, would, therefore, urge upon your attention the changing of this clause in said law.

FEDERAL ROAD AID ACT.

According to this Act the United States Government gives dollar for dollar to the State to put its convicts and their hire against the money which they give for the construction of Federal roads within the domain of a given State. The last legislature passed a law accepting this proposition of the Federal Government and put against said aid the work of 300 convicts within the State. This has been tested for two years and the State Road Department has done well in the management of these convicts, with a few exceptions. The proposition made by the State Road Department now is that they take over all the able-bodied men in classes One and Three, except seventy-five to be retained upon the State Farm, thus doing away with the lease system to turpentine operators in the State, and place these men upon the State Highways under the supervision of the Road Department. This of course will deprive the state of many thousands of dollars which they receive from the lease system and will also possibly take the county convicts from the county roads and place them upon the state highways. This will give us a magnificent system of Federal roads on the various highways of the State, but will give us poor lateral county roads, which the State Highway Commission will not touch and will not work. It will, at the same time, in order to meet the expenses of taking care of the convicts on the State Federal Highways and the State Prison system, cause to be assessed a tax of about three-eighths of a mill. The Governor understands that the State Road Department will also ask the Legislature to provide for a levy of two mills upon all the taxable property of the State to secure funds to meet an appropriation from the Federal Govern-

ment. The Governor, therefore, calls the attention of the Legislature of Florida to these conditions and asks them to look thoroughly into this matter. It has been the pride of the administration that instead of having an increased taxation, with all the high prices brought about by the war, it has reduced the tax rate instead of increasing it. If the lease system continues there will be no necessity to levy a tax for the State Farm and Prison System, but if the two-mill tax is not levied the appropriation from the Federal Government will not be available. This whole matter is one that must be thrashed out by the Legislature and the Governor calls your attention to it, so that you may act with wisdom and discretion in whatever your conclusions may be.

AUDITOR'S OFFICE.

The Auditor's Office is well managed and well regulated in the work, but it is simply impossible for three auditors to do the work of fifty-four counties. These men are honest, hardworking, and conscientious, but the records show that there are several counties which they have not been able to investigate since 1915 and several more that have not been audited since 1916. This condition has developed a number of large shortages during the past four years and has caused State and Counties to sustain losses that have run into hundreds of thousands of dollars, because it was impossible for the Auditor to reach his office in a year or more. Therefore, the Legislature should give to the Auditor's Office, either two more assistant State Auditors or allow three clerks to go with the Auditors to do the perfunctory checking, which will give one clerk to each auditor. Either of the above conditions being observed will relieve the congestion in this office.

SUPREME COURT.

There is also a congested condition in the Supreme Court of Florida, which is evidenced by the Court being behind in its docket about a year and a half or two years. This congestion can be relieved in either of the following ways. First, by the creation of a Sixth Judge, and second, in case the Legislature thinks best, they might pass a law whereby the Supreme Court would have the

right to invite Circuit Court Judges to leave their benches in the Circuit Courts and come to the Supreme Court bench to help these Judges with their cases, when their own courts were not in session. There are a number of Circuit Court Judges in the State, who have light dockets and small circuits, and by an appropriation for expense accounts these Judges could well come in and relieve the congested condition now existing in the Supreme Court.

FOREIGN CORPORATIONS.

There should be a special tax on Foreign Corporations doing business in the State of Florida and each and every corporation so represented should have a place of business where said tax could be due and collected.

PENSIONS FOR SOLDIERS.

The Governor of the State has received numbers of letters from various old soldiers throughout the State, begging for their allowance to be increased each year. Year by year these great-hearted heroes of the past have become more and more feeble by the flight of time and fewer in number by the numerous deaths which have occurred in their ranks. Therefore, if it is commensurate with the thought of this Legislature and with the allowance at your command, the Governor would respectfully suggest that you put in force a graduated law, increasing the pension of Old Soldiers and their widows, more and more each year, until these magnificent spirits shall "pass over the River" and rest under the shade of the trees, for we cannot honor these men too highly.

PRIVILEGED TAX ON RIGHT TO HOLD LANDS.

It seems to be the policy of this State to impose a tax in the nature of a privilege or license tax on the right to engage in any business or occupation carried on in this State. There is, however, no tax on the privilege of holding lands in this State in large bodies for the purpose of speculation or for other purposes. A remedy that would contribute to the relief of this condition is greater production of all products, but in this the people are hampered because of high prices for land, held frequently by speculators in large tracts and in certain instances for

game preserves, and the like, which prevent its use for this purpose and deprives the people of the opportunity and privilege of earning a livelihood by the cultivation of such land. If a tax was imposed by law upon the privilege of holding land in this state for this purpose in the same way that such a tax is imposed upon the privilege of following any business or occupation in this State, such tax being imposed on the privilege of holding lands for other than agricultural or manufacturing purposes and to apply only when the acreage so held is 640 acres, or more, and increased as the acreage held increases it would probably tend to remedy this condition, and the Governor respectfully recommends that the Legislature give serious thought and careful consideration to this subject.

BANK GUARANTEE FUNDS.

There are several States which have adopted the Bank Guarantee and Reserve Fund, whereby depositors in banks in the States having this law are guaranteed not to lose any money in case of the Banks' failure. The law in Oklahoma seems to be the best, and the Governor would carefully urge upon the attention of the Legislature this law, or some similar law, whereby the depositors shall be safely guaranteed from loss in the future in bank failures.

FEDERATION OF LABOR.

The Federation of Labor and laws respecting labor will be discussed in this session of the Legislature, possibly more than ever before in any previous session. The coming to the front of the labor question and the solution of many vexed problems, in which capitalists and labor are involved, have now reached the South, as well as the North, and we have within this State many societies of federated labor demanding that we give them proper recognition. The Governor would earnestly urge that the Legislature look carefully into these laws and see that the State of Florida will offer a home to these federated labor societies by treating labor as a part of the great body politic of our State. To show their power, and that they will continue to be such a power in our Nation, the federated labor societies of the railroad have forced the eight-hour-a-day law upon the attention of the

world. Therefore, we cannot treat in silence these great forces in our National Organization.

BETTER MARKETING AND SHIPPING LAWS.

Florida, as a State, will forever be divided into about seven sections: Farming, Truck, Citrus Fruit, Fishing, Phosphate Mining, Lumber and Stock Raising. This roughly shows how the people of the State make their living and in each and every one of these seven divisions the law-making powers of the State can readily see that there must be a market attained or there will be suffering upon the part of the person who is backing the business in whatever department he or she has worked. Therefore, there is no State in the Union more dependent upon a Bureau of Marketing and good shipping laws than is the State of Florida, for in all of these departments the product produced must be shipped to other zones and more northern climes and countries. The Governor, therefore, urges upon the attention of the Legislature the fact that there should be laws safe-guarding the output of the farmers, truckers, citrus fruit growers, fishing and oyster industries, mining, sawmills and stock raisers, for if our people can be protected in any way by good laws on these subjects they will see a degree of prosperity blossom in this State which will do the heart of every citizen good.

LEGAL RATE OF INTEREST.

The Governor earnestly suggests for your consideration that the legal rate of interest in the State of Florida be reduced to 6%, for the large money-lending interests of the world are very much afraid of monetary conditions in any state or community where a high rate of interest prevails and is protected by law, because they feel that the investment made by the common every-day man will not bring returns commensurate with this high rate of interest; therefore, capitalists become afraid and seek avenues for investment where the rate of interest can be earned by the average, ordinary man in his investment of money. The lowering of the rate of interest from 8% to 6% will, therefore, bring millions of dollars into this State, seeking the development of the State and the progress of the citizens and individuals, whereas, if the high rate of inter-

est remains capitalists are going to other states where the citizens thereof can make their investments safe and secure by a low rate of interest.

STATE BUILDINGS.

At the present time there is a degree of congestion within the State building which must be relieved. The Legislators would do well to examine the crowded conditions as they prevail today. Archives which are priceless in their nature and history are crowded into outer corridors; State papers, whose import and power are great, are placed in halls, and offices are so congested with records and other memorials of State history, that should be handed down to posterity, that unless something is done to relieve the congestion of the situation before the next Legislature meets will be something intense and frightful. The Governor, therefore, brings to your consideration the following conclusions, either of which will relieve this condition: First, If you gentlemen, in your law-making capacity, think best to add to the Capitol such additional room as shall give to each department that space which is so much needed. Second, If you think wise and best to erect a separate building, such as the Supreme Court Building, on a different site where the congestion of the present offices may be relieved and where other offices, which now are forced to rent quarters in already crowded centers of the City of Tallahassee, may find room for expansion. This, Gentlemen, is a matter of dire necessity and so great is the consideration due to this proposition that the City Council of Tallahassee has taken the matter up and asked that it be brought to the attention of the law-making powers of the State.

RECONSTRUCTION OF THE PARDON BOARD.

Having noticed the difference in the actions of the Board of Pensions and the Board of Pardons, the Governor is moved to make the following suggestions: That as the Pension Board has a regular Secretary, whose duty it is and whose time is entirely given to the preparation of cases to be presented to the Pension Board, and all cases are treated exactly alike, whereas, in the Pardon Board proceedings, only those cases that are presented by lawyers are given that thorough and careful attention that should be bestowed upon each and every case.

the Governor is suggesting to the Legislature that the lawyers present their cases in writing and in said writing briefly state their position; and that the Legislature create a Secretary whose duty it shall be to prepare an entire list of all the cases of prisoners to be acted upon by the Board of Pardons, and that each case be briefed and presented by said Secretary and only at stated intervals; and in future the Board of Pardons have these stated meetings and no case will be brought up before the Board except at such sittings, unless it involves the life or death of a prisoner. This suggestion is brought about because the Board of Pensions does its work more thoroughly, rapidly and with more justice than does the Pardon Board under the present circumstances. There are numbers of prisoners in the penitentiary today who have been there for long terms and are poor, ignorant and without loved ones or relatives to help them, that they have never had their cases presented by lawyers, or otherwise. The proposition which the Governor submits to the Legislature will assure each and every prisoner having his or her case presented in regular order as the Pension cases are presented before the Pension Board. The Governor would also suggest, for the careful attention of the Legislature, in addition to the above, a needed relief for the Pardon Board, by passing a law which will make it obligatory upon a prisoner receiving a sentence of the Court, to serve out a certain specified amount of time on his sentence before he could apply to the Board of Pardons at all. For instance, if a man was sentenced for ten years he would have to serve, say five years of the time, and if he were sentenced for life, he would serve ten years before applying for a pardon, and let some proportion run through all sentences, which would relieve the Pardon Board of many cases just convicted, being brought before the Board time after time, until the Board is either tired out or grants said pardon. Of course this law could be safeguarded by having it understood that, if there was any new evidence which tended to show that the prisoner was not guilty of the offense, these cases could be brought before the Board for consideration. There is no provision of the law which will come before you at this time that is more important, and the Governor urges that you give it your most careful attention.

TO ADVERTISE FLORIDA IN THE NORTH AND WEST.

There is a disposition upon the part of the State Board of Health, and a great many people of the State, to put the train, which was formerly known as the Health Train, upon the railroads of the United States, having one car equipped with product of West Florida, one with products of Central Florida, and one with products of South Florida, all in the hands of competent and skilled men and women, traveling through the North and West, advertising Florida products and Florida lands. The Governor, brings this to your careful attention, because in the history of Alabama, in the year 1886, Dr. B. F. Riley was put at the head of such a train for Alabama, and in addition wrote a history of Alabama, and these two, under his jurisdiction, were taken throughout the West and thousands of immigrants came to the State of Alabama as a result of this movement. It may be wise for you to consider such a proposition, as we have millions of acres of land held in large bodies untenanted today in this State, which if settled by good men and women would help to feed the world as well as bring riches to our loved State.

TO CREATE A BOARD OR COMMISSION FOR THE PURPOSE OF PERPETUATING FLORIDA'S PART IN THE GREAT WORLD WAR.

It is but natural that each and every State should be proud of the record they have made in the great World War and no State should be prouder of its part in this great historic event than Florida, because it is an established fact that there was a large amount of patriotism developed throughout our own State, and each and every one is not only proud of the record we made, but desires this record to be perpetuated and handed down to posterity, so that the names of the men and women who took part in this great tragic event may live in the annals of our State's History. The Governor would, therefore, suggest for your consideration the creation of a Board or Commission of five, for the purpose of getting a suitable history written, which history should be adopted by your Legislature and incorporated in the text book history of the State.

LAWS REGULATING THE SALE OF ESSENCE OF GINGER AND LIKE COMPOUNDS CONTAINING A LIKE PER CENT OF ALCOHOL.

While the United States Government has the law well in hand, regulating the sale of narcotics, which law is becoming more strictly enforced each year, and which is not only saving the lives of many persons, but reducing the untold agony they suffered from the evil effects of such narcotics, and such like drugs, yet the United States has not so far taken up the sale of Essence of Jamaica Ginger and other like compounds containing a high per cent of alcohol. Thousands of people who were accustomed to heavy drinking of whisky, brandy, wine, and other alcoholic beverages, and who are unable to obtain said beverages since strict enforcement of the law prevails in this State, have now turned to buying from the drug stores these baneful and hurtful extracts, oftentimes containing as high as 80 to 90 per cent alcohol. Any one can see at a glance that a person who drinks these deadly compounds is putting into his system drinks much more dangerous than whiskey, brandies, wine, etc., because the per cent of alcohol is so abnormally large and strong that, instead of men and women dying as drunkards, their brain becomes inebriated by this intensely strong decoction of alcohol to such an extent that they often die as maniacs. This is a very pertinent question for you to deal with at the present time, but these substitutes are being sold largely by druggists throughout our State, and the Governor presents to you this question, hoping that some suitable law will be passed safe-guarding this great danger and evil.

ADOPTION OF COMMON SCHOOL BOOKS.

The Governor calls to the attention of the Legislature the adoption this summer of common school books and would advise that you pass a law, which will force the text book commission and the Governor and his Cabinet, in the adoption this summer of the common school books, to make only a two-year contract, because of the high prices on paper supplies, book supplies, and every item or expense which goes into the formation of a school book at the present time. It is hardly probable that the high prices now ruling such materials will continue two years

after peace has been declared, and two years from now those in charge can get a lower price on all common school books, whereas, if we contract for four years the same high price will continue throughout the length of these four years.

**TO HAVE A HOG CHOLERA SERUM PLANT AND
TO DISTRIBUTE SAME FREE AT THE STATE
FARM AT RAIFORD, FLORIDA.**

There is no subject affecting the welfare and best interests of the farmers of the State more than that of hog cholera, which oftentimes desolates and destroys a man's herd of swine just when they are at their best. At Raiford, Florida, we have all the raw material to make a great Hog Cholera Serum Plant and therefrom to distribute free to the farmers of the State of Florida, through the County Demonstration Agent, this serum for vaccinating the hogs of the State. The Governor, would, therefore, urge upon your attention the thought of installing such a plant, by law, at Raiford, Florida.

**STATE ABSENTEE VOTING LAW FOR SOLDIERS,
SAILORS, TRAVELING MEN AND OTHERS
QUALIFIED BUT AWAY FROM HOME
AT VOTING TIME.**

A great many of the states of the Union have the Absentee Voting Law and find that it works exceedingly well. An effort was made at the last regular session of the Legislature to have such a law passed, but it has not been passed in its entirety and completion. The Governor would, therefore, urge upon the Legislature that due consideration be given this matter, because it is one of vital import to the welfare of our State at present. If, after your deliberations, you think best the Governor would recommend that you pass a law of this kind, broad enough to cover the entire range of voters absent from their State, county, or precinct at the time of voting, who are otherwise qualified.

**EXPERIMENTAL FARM STATION FOR THE
EVERGLADES.**

There can be no doubt that the Everglades, when opened and developed will present to the world the most

magnificent array of rich muck lands that the world now has upon its surface; at the same time the peculiar formation of the Everglades is of such nature that much experimentation must be done in the soils before ultimate success will crown the efforts of the men who cast their destinies in these muck soil lands. It is also true that these lands are being taken up rapidly by a great many settlers, men of larger means and large corporations, so that, if the Legislature does not do something to locate Experimental Farms in the Everglades, it may be possible that the large divisions and sub-divisions of said lands will be swept beyond the control of the Internal Improvement Board by the next session of the Legislature, and it will then be too late, for one or two crop successes in the Everglades will produce an influx of population so large that we cannot estimate them. As it is now the Internal Improvement Board has about 1,200,000 acres of these rich, redeemed from overflow lands in their possession and nothing would please them more than to have this Legislature set aside 18,000 acres of these lands, within a body, to be known as a State Experimental Farm, especially adapted to the cultivation of sugar cane and all products therefrom, such as syrup, molasses, preserving fluids, sugars and all kindred products. At the same time this amount of land would not only allow the State to experiment with the sugar cane problem, but would give space to bring forth the most perfect and money-making truck crops and crops of forage, corn, cereal productions, citrus fruits, and other orchard productions, which the land would be found capable of producing. In this way the farm would and could be a great criterion for each settler, who, coming into the Everglades to live, would be asked to go to said farm and note the experiments which had been made and proven successful and those which had proven failures. It might be well also for the Legislature to take up the matter, of the Experimental Farm Station in the Everglades, with large land owners in that section who might be induced by encouragement from the Legislature to establish farm stations within their holdings.

WOMAN'S SUFFRAGE.

This is a question which is the center of the world's thought today and one which knocks at the door of the

Nation's Congress and the Legislatures of all the States. It is a question which will not down and is one which the Legislature must deal with, either at this session or at some subsequent session. The Governor, therefore, earnestly calls your attention to this matter so that you may decide whether it is best to give the women of the State of Florida the vote in the primaries, or to leave the matter to a Constitutional Amendment. You gentlemen will doubtless be approached by many of the fair Suffragettes during this session, who will insistently urge upon you the passage of a bill, and as Governor of the women of the State, who are the mothers of our children, he urges a respectful and careful hearing of their cause. Personally, the Governor, is helping them to achieve this distinction of citizenship which the crown of maternity, the loving devotion of centuries of faithful service and a desire for world usefulness, among the ranks of women, forced to our attention. Therefore, any courtesy or kindness shown to these ladies by you will be more than highly appreciated by the Governor of the State.

PROTECTION OF ESTATES OF INSANE PEOPLE WHILE IN THE ASYLUM.

Numerous complaints have come from different parts of the State, making the assertion that where persons who have idiosyncrasies of mind or inclinations towards paranoiaism and kindred nervous diseases and have been cited before the proper officials and had their liberty taken away and sent to an asylum, their estates have been squandered by those who should have protected them while they were virtually in a position where they could not speak with any authority. Thus, these people, who are unable to help themselves have had filched from them, by their kindred, who should have protected them, the money and lands left them by inheritance. This is a proposition which should be carefully looked into by this Legislature and a law passed in some way, looking to the protection of these estates and the safe-guarding of same, so that should the person ever recover from their insanity, their estate should be given back to them in the same condition in which it was when they entered the Hospital.

FIRE PROTECTION FOR THE EVERGLADES.

The composition of the muck lands of the Everglades is of such nature and character that it largely partakes of the formation of "peat," which when thoroughly dry easily ignites and burns. The conditions surrounding the Everglades are such that the prairie lands, grazed over by thousands of head of cattle and hogs, lie next to these lands and the cattle men and hog men in the spring burn the grazing lands over, and the fires thus started go into the muck or peat lands of the Everglades and sometimes burn as deep as from five to ten feet, destroying every bit of muck formation and burning down to the white sand, thus destroying in a year millions of dollars of this rich muck composite. The time has come in the history of the State when the muck lands are of more value than the cattle and prairies, and unless the Legislature takes precautions to have fire guards placed in the Everglades land, or gives the Internal Improvement Board the right so to do, it will be but a few years until much of the rich composite of muck is entirely destroyed and the white sand and lime formation, underlying this rich section, will be all that is left of it. The Governor, therefore, recommends very strongly that the Legislature pass a law safeguarding this condition, by having fire guards, whose business will cause them to be provided with all kinds of fire-fighting apparatus for the protection of these valuable sections. The lands of the Everglades are so level that a fire started in any section, from ten to fifteen and twenty miles distant, can be seen by a fire guard and put out without a loss of time. This is a matter which the Governor strongly urges upon your attention.

TO STRENGTHEN CHILD LABOR LAWS.

To safeguard the interests of its children, is one of the first duties of the State's Lawmakers. The War has created a situation regarding the labor of children that should demand your serious consideration. From the bi-ennial report of our State Labor Inspector the Governor finds an increase of children employed since the War began. We should not only oppose all attempts to relax the standards of the present child labor law, but the Legislature should strengthen it by allowing the in-

spector sufficient appropriation and such extra assistance as is required. The Governor desires to call your attention to recommendations contained in the bi-ennial report of the State Labor Inspector.

WORKMEN'S COMPENSATION LAW.

The labor interests of the State should receive the proper consideration at your hands. A Workmen's Compensation Law should be passed that would protect an employee and allow him at least two-thirds, on account of personal injury, which would obviate the necessity now of having to enter long drawn out suits for damages, under the employer's act. It would save much costly litigation to the State, besides the workmen would receive what benefits he would be entitled to when he needs it the most. Only eight states now remain that have not passed a workmen's compensation law, and I trust that Florida will not longer be counted among the remaining.

BUREAU OF LABOR STATISTICS.

The Governor believes that the State has now developed to such an extent in manufacturing enterprises that a bureau of labor and industrial statistics should be created. Thousands of requests are received annually from other states, asking for information regarding our industrial enterprises, which cannot be answered intelligently. Such a bureau maintained on a high plane would prove of great value to the State, both to capital and labor, and would be the means of bringing in more manufacturing enterprises when the outside world is made familiar with the great opportunities that Florida can offer. To be in line with forty-three other States that have had these bureaus for years, the Governor believes the Legislature should establish a bureau of labor and industrial statistics.

LAWS FOR THE ENCOURAGEMENT OF SMALL CANNING AND DE-HYDRATING PLANTS.

Going into other states since the last regular session of the Legislature, the Governor has given some time and thought to the operation of Canning and De-Hydrating Plants, which prevail largely in such states as Michigan,

Ohio, and other Western States, the one mighty incentive to these plants being that the farmers or truck raisers of the section wherein they are located sell all of their best and most perfectly developed specimen of fruit or vegetables, and then sells to the canning factory or de-hydrating plant those specimens which are not so perfect and would not bring the same price upon the market, yet as wholesome and nutritious as the better looking specimen, thus giving to the farmers and truckers an entire market for the whole output of his farm or trucking business. The States in which the Governor made investigation, all, in order to have these canning factories and de-hydrating plants capitalized and established in their borders, allowed an existence to said companies for several years without taxation, and when taxation comes upon these plants it is of such a low rate as not to work any hardship or burden upon them. The Governor would, therefore, urge upon your consideration that you study conditions existing in the Western States and pass such laws for the safe-guarding of small canning factories and de-hydrating plants in this state as will make it attractive for local and foreign capital to invest in these plants in Florida, which produces so much vegetables, truck produce, citrus fruits, and other commodities, which other states cannot grow.

ESTABLISHING FRESH AND SALT WATER FISH HATCHERIES.

Under the experienced management of the Shell Fish Commissioner, Hon. J. A. Williams, much thought has been given to the establishment of fresh and salt water fish hatcheries within the State of Florida. We have been fortunate in this State in having an experienced fish authority, one who has been sent for several times by the different departments of fish culture at Washington, to give testimony in regard to doubted and disputed points, and we are indeed to be congratulated in having such a man at the head of our Fish Commission. The Governor would earnestly urge that the Legislature get in serious touch with Mr. Williams and that your Committee, with his help, draft suitable bills for the establishment of these fresh and salt water fish hatcheries within our State borders, which will insure forever a safe harbor for all kinds of fish along the shores of our great

fish-producing State. The Governor would further call to your attention the fact that of the many blessings which Diety bestowed upon our State, one is the fishing industry, which if carefully protected and well supplied with the means of keeping a full supply of well grown fish on hand, should produce throughout future ages larger and larger harvests of fish, until we could not only supply the demands of our State in fishing season, but reap great financial gain by sending these fish to foreign and isolated states, which have no such water frontage as Florida. The Governor would, therefore, call your attention to this fact and urge that you establish these hatcheries.

RIPARIAN AND WATER RIGHTS.

One of the most important issues now confronting the State of Florida is the question of Riparian Rights, overflowed lands rights, and other kindred legal claims, based upon these low-lying shore lands of Florida. In order that this question may be settled definitely and fully, once and for all, and the interests and titles of the land holders may be protected forever, it is absolutely necessary, in the opinion of the Governor, that suitable laws be passed dealing with this harrowing and vexed proposition for all times.

COMPULSORY EDUCATION TO BE MADE STATE WIDE AND UNIVERSAL.

The consensus of opinion of the people of the State and the United States is to make the Public School System, which has become so deeply rooted in our organic State formation, the custodian of each and every child from the age of seven years through the eighth grade, thus forming a basis of universal, co-ordinate and uniform American citizenship in each and every child. By placing the child within the public school during the period mentioned above, teaching only the English language in said schools throughout this State and Union, bringing to their attention the universal power of American history, teaching them the love and adoration of the American Flag and National Patriotic Songs, and thus eliminating from them the idea that they must give their first allegiance to creed, and second to Nation. Thus we have a

basis of forming this sun-crowned citizenship and through this compulsory educational system we make them first an American and afterwards allow them to attend any religious, denominational school which their parents desire. This is becoming a common American idea and will sooner or later pervade the entire sisterhood of States. The Governor, therefore, urges upon the attention of the Legislature, at this time, that a Compulsory Education Bill be passed at this session, forcing each and every child in the State of Florida to attend public school from the age of seven through the eighth grade, for at least eight months of the year.

ABOLITION OF BOND TRUSTEES.

By private letters written the Governor by best informed and well guided citizens of this State, we find that there are, in some of the Road Districts of the State of Florida, Bond Trustees who are getting a per cent upon the amount of money to be expended under them and drawing a salary from five to ten thousand a year, and doing very little to earn it. There is a demand among the people of the State that the Legislature, at this sitting, draw a bill which will forever preclude these heavy salaries paid to the Bond Trustees of Road Districts and cities or counties and Bond Districts. The Governor, therefore, calls your attention to this matter, wherein many of the funds raised by bonds in this State have been unduly squandered by these heavy taxes in the way of salaries to these almost useless trustees.

SMALL TOWNS IGNORING SECTION 1053 OF THE GENERAL LAWS OF FLORIDA.

Permit the Governor to call to your attention the manner in which the small incorporated towns of Florida ignore Section 1053, Laws of Florida, in making assessments for taxation. This section provides that towns shall not exceed the valuation of the State assessment, while in fact many of them multiply such valuation by ten to twenty and the legal courts sustain them in contempt of law, as well as common sense. The United States Agricultural reports inform us that farms only pay on the average of three to four per cent on the investment and in many counties they are being made to

pay 6% on an assessed valuation, which is four times as much as paid for wild lands, that are still wild to the State and County. These small towns reach out and include these wild lands in their boundaries for raising revenue, multiplying the State valuation by ten or more and collecting in many cases as much as State and County. Such as this is a death blow to farming interests in the vicinity of small towns and is certainly not for the good of the public. The Governor, therefore, suggests that you pass some legislation on this important point, which will prevent confiscation of small farms in this State.

LAW AGAINST LOAN SHARKS.

These men, who engage in the loan business, whether it be furniture, commodities, or other commercial goods of value, have pushed their charges to such an extent that in this State they are seldom less than 33 1/3 per cent a month, and the practice is to charge three monthly payments of \$5.00 each for a loan of \$10.00. They generally have a considerably higher rate, especially upon risky loans, and the lowest rate ever charged is 10% per month, which in a year would be 120%. These rates show how a law will work, which allows only the big rate of interest with no other interest legalized for risky loans of this class. You gentlemen realize that no law can make anybody conduct a business at a loss and the proprietors of other legitimate businesses are entitled to proceeds which ought to be legalized. There is no doubt that the small loan business is a legitimate one and will persist, whatever the laws may be, but we should protect our people against the fierce encroachment of the loan sharks, who are now doing business in this State. The Governor, therefore, calls the attention of you gentlemen to the necessity of framing some law and putting it upon the Statute Books at this session, which will safeguard, as far as possible, the interests of the people of this State against these loan sharks.

ENGINEERING STATIONS.

The Governor calls to your attention a letter received from Professor J. R. Benton, Dean of the College of Engineering of the University of Florida, which expresses

this law desired by the Engineers of the State better than any exposition he has seen, and which reads as follows:

"Hon. Sidney J. Catts, Governor,
State of Florida,
Tallahassee, Florida.

Dear Sir:

Mr. Phinehas V. Stephens, formerly of Florida but now of New York City, informs me that he has written to you about the benefits which Florida would derive from the passage of the Smith-Howard Bill, now before Congress, which proposes to establish an Engineering Experiment Station in each State.

I am taking the liberty of writing to you on the same matter, to endorse Mr. Stephens' statement and to say that the Engineering Instructors of your State University are unanimous in the belief that the proposed Engineering Experiment Station would be of the greatest possible benefit to the development of industries in Florida. It would do as much for manufacturing and transportation as the Agricultural Experiment Stations have done for Agriculture.

We would all be very much gratified if you should feel sufficiently interested in the Bill to establish Engineering Experiment Stations, to give it your endorsement, and to write to our Senators and Congressmen in its favor. Mr. Sears is the Chairman of the Committee on Education, to which the Bill has been referred in Congress.

Very truly yours,

J. R. BENTON,
Dean of the College of Engineering."

In conclusion the Governor calls to your attention this matter and asks that you, if commensurate with your duties, memorialize Congress to pass the above law.

AN ACT TO ALLOW THE STATE OF FLORIDA TO
SELL LANDS INSIDE THE MEANDER LINE
OF LAKE OKEECHOBEE AND OTHER
LAKES, ESTUARIES AND BAYOUS
WITHIN THE STATE.

This law will be one closely allied and akin to the one concerning Riparian Rights, except that in the matter of the drainage of the Everglades two large areas of land along the lake fronts have been uncovered as the water level has been lowered. These lands are exceedingly rich and settlers are desirous of going upon them to live, and the Governor suggests that you pass a suitable law in regard to the selling and disposition of said lands by the Internal Improvement Board.

TUBERCULAR AND SOLDIERS' AND SAILORS'
HOMES.

There is an evident need at the present time for a home for tuberculosis people in the State of Florida, and a few months back there was a disposition upon the part of the War Department to donate a cantonment in each State for such work as a home for the tubercular people, and a separate home for the wounded and disabled Soldiers and Sailors. The Tubercular Home, if built, should be entirely isolated and separated from the other two, and the matter of help from the Federal Government, in regard to all three of these institutions, is the only point of similarity linking them together. Whether the first is of sufficient importance, with the salubrious clime that we have and where those who have this dread malady can find recluse and health in living under tents, is a question you should solve. However, the Soldiers' and Sailors' Home is one which should claim your careful attention.

SURETY BOND FOR TAX COLLECTORS AND ALL
OTHER COUNTY OFFICIALS.

The need of bond for officials who handle large sums of money is one which should be given careful consideration at this session of the Legislature. If personal bonds are to be given for these officers, the same law which has been adopted in a good many Western States should be

adopted in this State, which is, that when a private person signs an officer's bond in any county, or for a State official, he should at the same time give an entire list of all of his property in the State of Florida, with a list of liens upon said property, and this list should be filed by him with the proper official in the proper Court of Record, and this bond, given by said private person, and the signing of said statement, would constitute a lien or mortgage upon said property until said bond was paid or estreated. However, the Governor calls your attention to the fact that it would be much better, as far as the opinions of the best thinkers of this State are concerned, to have County and State officials give bond in Surety Companies and have a law passed forbidding private persons going upon the bond of any public officer. Another matter needing attention is the bond of Tax Collectors in our largest counties. Under the present law, Section 823 of the General Statutes, thirty thousand dollars is the maximum amount of bond that can be required of Tax Collectors in this State. This amount is no doubt sufficient in some counties, but in the Governor's opinion a greater bond should be required in others. It appears to the Governor that it would be well to have a law regulating the same, based upon some fixed per cent of the amount of money handled by the office.

COUNTY DEPOSITORS.

Under the County Depository System, it appears to the Governor that it would be well to limit the number of depositories to one for each county, or certainly not more than one depository for County Funds and one for School Funds for any one year. If there should be more than one bank in a county desiring to be designated as depository, they could very well be given their turns by years instead of, at present, allowing various banks to handle fractional parts of accounts. In the case of any irregularity or shortage, it would be much easier to trace and prove the same with one depository than it is with a number of depositories. It appears to the Governor, also, that it would be well to require depositories to keep in a permanently bound book, serially numbered and itemized, stubs of all receipts issued for moneys received. The present loose-leaf system of receipts is very unsatisfactory, for the reason that the receipts are frequently mis-

placed, and there is no regular serial number on receipts issued to serve as a guide in making a check of County affairs.

REQUESTS OF SECRETARIES DANIELS AND
BAKER FOR STATE CO-OPERATION IN
REGARD TO VENEREAL
DISEASES.

In reference to this matter the Governor calls the attention of the Legislature of Florida to the following letter from the Secretary of the Navy, in regard to this most deplorable condition among the sailors and soldiers of our country, and he desires to say that not only has Secretary Daniels, of the Navy, taken this up with him, but also Secretary of War Newton D. Baker has lent his aid in helping to solve all of the problems connected with these hurtful diseases in the State of Florida. Following is letter from Secretary Daniels:

"My Dear Governor:

"At the annual association of the Governors at Annapolis, this week, at which I had the honor to speak, I made an appeal to the Governors to recommend to their general assemblies legislation that would secure united action in co-operation with the Federal Government in the war that has been organized against the menace of venereal diseases.

"War has taught us that these diseases are worse than cancer, worse than tuberculosis, and worse than typhoid fever. This wastage of human life can soon be reduced and finally ended if the States and the Federal Government act together, making the letter and spirit of the Chamberlin-Kahn Law effective. To do this each State will need to take such other action as would protect its civilian population as the Army and Navy have sought to protect the men under arms.

"I am taking the liberty of sending you herewith an extract from my address at Annapolis in the hope that it will meet with your approval, and you will feel it wise

for you to urge this action along the line suggested upon the Legislature of your State at its coming session.

"Sincerely yours,

"JOSEPHUS DANIELS.

"Hon. Sidney J. Catts,

"Governor of Florida,

"Tallahassee, Florida."

The Governor would, therefore, urge the request of these gentlemen upon the attention of the Legislature of the establishment and maintenance of such a hospital as they and the State Board of Health of Florida may see fit and best to erect and form into a State law, concerning the eradication of these woeful diseases.

STATE ORPHANAGE ASYLUM.

In regard to this matter the Governor calls to the attention of the Legislature the fact that the war has left and will leave many orphan children in this State, and Florida and ask that you give serious consideration to it is well that you consider carefully whether these orphans should be taken care of by the State or whether they should be allowed to go into private institutions, over which the State has no control, either by finance or inspection, thus causing many citizens to grow up without the usual care and protection which the State exercises over other children by the public school system. The Governor, therefore, urges that you carefully consider whether or not the State should establish an Orphans' Home, where these children could have State supervision.

AMENDMENT TO LAWS CONCERNING MARKS,
BRANDS AND CHATTEL MORTGAGES IN
REFERENCE TO LIVE STOCK.

It will be admitted without argument, the Governor thinks, that more capital is needed in our State and at a lower rate of interest and for longer time than is, or can be, supplied by the local banks. Outside capital, as represented by the cattle loan companies of the big live stock markets, is continually looking for investments of this character, and are favorably impressed with the opportunities of our State, but for the reason that our present chattel laws are cumbersome in administration,

require so much time for foreclosures when such action is necessary, and the penalties for selling or sequestration of mortgaged property are so inadequate they do not feel safe in making loans in this State. It will be noted that the suggested changes do not apply to ordinary chattel mortgages on such articles, for instance, as sewing machines, wagons, etc., but only on cattle and other live stock. The cattle business of such States as Texas, Oklahoma, etc., has been developed to its present extent by the ability of the cattle men to secure funds by the operation of adequate laws of this kind, and in practical operation it has been shown that they work no hardship on the honest borrower, and the other kind certainly needs no protection. In taking up the subject of chattel mortgage laws and their relationship to the development of the animal industry, it should be said, in fairness to Florida, that the State has been criticised during the past two years rather more severely than the facts warranted. It must be confessed that the chattel mortgage laws of Florida are not ideal, but they are probably little, if any, less desirable as stimulants for the cattle business than the laws of many other States. Florida has come into prominence and her chattel mortgage laws have been criticised by cattle loan experts in direct proportion to the amount of interest created during the past two years in the possibilities of the State as a cattle country. If no one had been interested in the development of the live stock industry in Florida, no cattle men would have been interested in our chattel mortgage laws. At the outset it must be said that the chattel mortgage laws of a good many States seem to have been drawn more in the interest of the borrower than fairly to make it possible for both the borrower and the lender to strike a fair bargain. Shylock is not a happy figure in literature and the professional loan shark is a contemptible creature, but the man who makes sources of credit available on just terms is a public benefactor, whether he uses his own funds or, by his skill as a banker, makes accessible the resources of others. Credit, rightly used, is an indispensable adjunct of business and without it the development of American industry would have been impossible. The Legislature, in the various States which have to do with the proper use of credit, banking, real estate laws, etc., has had a profound effect on their industrial

and agricultural developments. In framing this legislation the rights of both the lender and the borrower must be respected. It is true that borrowers have often been the victims of exploitations, which cannot be too strongly condemned, but justice does not require that legislation be carried to the point where business channels are completely closed. Legislation should stimulate commerce, not throttle it.

CHANGE OF VENUE IN TRIAL OF CASES.

In regard to the change of venue, the Governor desires to say that the law now gives the defendant the right to make the change of venue upon his own oath and at his own instigation. This may be a good law, but in the hands of an unscrupulous man it gives him a great advantage over the State of Florida. It seems that a better law would be to put the matter entirely in the hands of the Circuit Judge, especially in extreme cases of rape and other like offenses, where the life of a defendant is in danger by mob violence. A concrete instance is shown in the case of a negro who committed an offense in Manatee County and the State authorities succeeded in getting him to Jacksonville, and could he have been tried in Jacksonville at the suggestion of Judge Reaves, the Circuit Judge of the District where the offense was committed, it would have saved the county of Manatee at least fifteen hundred or two thousand dollars, as the conditions were such that the Governor had to call out troops to act as an escort for him from Jacksonville to Bradentown and remain there during the heated trial. If the Circuit Judge, under the laws of Florida, in cases like this and similar ones, had the right to change the venue, the man could have been tried in another county without any cost except the necessary court cost in cases. The Governor earnestly urges upon the attention of the Legislature this matter, which should claim serious thought at your hands.

INSPECTION OF CONVENTS, PRIVATE AND DENOMINATIONAL INSTITUTIONS, HOUSES OF GOOD SHEPHERD, AND PRIVATE DENOMINATIONALLY OWNED ORPHAN HOMES.

The Supreme Court of the State of Georgia, in a recent decision, gave its opinion that the inspection of convents in Georgia by a committee of the Grand Jury in a certain county, was legal and that the Sister Superior who opposed the investigation was in contempt of Court, and she was fined for resisting the inspection. It is an established fact that each State Institution is subject to inspection, and rightly so, by the State authorities. If the State Institutions are liable to go wrong and need inspection, is it not true that Church institutions and denominational institutions also need the same inspection by State authorities? Not that the State authorities would insist in any way upon a certain line of religious thought or teaching being promulgated by these institutions, because the State has no right whatever to interfere in spiritual matters, but in order that the State might know that everything about these institutions is as sanitary as are the State Institutions, as well ordered and regulated, and that nothing contrary to law, or the best interest of morals or good State government, is allowed to go on in said institutions. The Legislature of 1917, in this State, did pass a law for the purpose of inspecting convents, but it put the same in the hands of the County Commissioners and did not allow them to act unless a petition of citizens in that section of the State, where the institution is located, demanded it. This was a very lame effort to correct evils which now would creep in through this channel. The Governor, therefore, recommends that the Legislature carefully consider a law, forcing the inspection of these institutions by the County Grand Jury of each and every county where such institutions are located, for the purpose of investigating convents, parochial schools, denominational schools, orphan homes, houses of Good Shepherd, privately owned orphanages, and each and every institution claiming public patronage, yet not under the control of the State.

SUB-DRAINAGE DISTRICTS AND THEIR LIABILITY TO FLOAT TOO HEAVY AN ISSUE OF BONDS.

This is a matter which, at the present time, is fraught with much danger, especially in the Everglades Drainage District developments. The Internal Improvement Board, which has charge of the larger efforts of draining the Everglades, is controlled and dominated by a desire to float as few bonds as will be commensurate with the need of the vast system of lands drained by the canals which they will build, but there are sub-drainage districts, established by the Legislature of 1917, which are not liable at the present time to any higher authority than themselves, and these subsidiary Drainage Districts are liable to float bonds in such large quantities and of values which might depreciate, that they will impair not only the sale of their own bonds but the bonds of the Internal Improvement Board and all sub-drainage district bonds in the Everglades. This condition is of such vast moment that the Governor suggests that you give the matter serious consideration and enact such legislation as will protect and safeguard the interest of the property owners in such sub-districts.

HIGH PRICES AND SALARIES.

The Governor desires to say to the Legislature that the high prices prevailing for the last two or three years, engendered and caused by the World War, has caused the salaries paid the Secretary of State, Attorney General, Comptroller, Treasurer, State Superintendent of Public Instruction, Commissioner of Agriculture, and the clerks and stenographers in the various offices of the Capitol building to decrease in value to such an extent that many of these persons are not only unable to live upon what they are getting, but are going into debt, because of the fact that a dollar now purchases about one-half of what it would a few years ago. The Governor, therefore, recommends for your consideration, and hopes that you will look carefully into the matter of a raise in the salaries of each of the Cabinet Officers, so that they can live comfortably in the sphere which holding their

offices forces upon them, and also that the clerks and stenographers in the Governor's office and various Cabinet offices of the Capitol building be increased in order that we may give these people the same salaries that the same class of officials and employees receive in positions in private life occupying positions of equal responsibility and labor.

NATIONAL GUARD.

The Governor desires to call your attention to the magnificent response of the military department of Florida in both regiments. The failure of the Home Guards' program and the entire absence of a dependable military body with the wishes of the National Government at this time, especially calls our attention to the reconstruction of the National Guard, or some like arm of military service, to be put into being at this session of the Legislature. The present administration has met and overcome all difficulties which have arisen or been interposed from those sources which were against the better government of the State of Florida, while lacking military strength and power to do so. How much wiser, safer and better Florida would be, as the country is now not at war, to have a strong military organization such as the National Guard, and the noble men who compose its body, always ready and equipped for service. This was shown by ocular demonstration when so many of the National Guard of the First and Second Regiments were called to duty on the fields of France; they did not wait to be drafted, but volunteered and went as noble sons of Florida to the defense of their native State. The Governor, therefore, urges that you give careful consideration to this part of his message and that in your deliberations you plan for some adequate successor to the old National Guard as it was before the World War.

CONCLUSION.

There are many other conditions confronting the State of Florida which need your careful investigation, but as this message has already attained quite a great length, the Governor desires to state that he will bring the same

to a conclusion, and assures you of his good will in the arduous tasks before you. The Governor will call your attention to other matters, which will make demands upon your time, as you progress in the work of the Legislature. Desiring to express my confidence in the good purpose of each and every Senator and Representative in the discharge of every known duty and obligation incumbent upon him, and believing that you realize that the Governor's office, his time, and all of said office force belong to you during the sixty days of your stay in our city, he hereby extends to you the privilege of their use at any time you may need them, and assures you that he believes that your efforts will help to make our great Commonwealth one of the mightiest States in the Union, and with best wishes to each and every Senator and Representative, he has the honor to be,

Yours respectfully,

SIDNEY J. CATTS,
Governor of the State of Florida.

Mr. MacWilliams moved that a Committee on Rules be appointed to draft rules for the government of the present session.

Which was agreed to.

The President appointed the following as such committee: Senators MacWilliams, Turnbull, Butler, Carlton and Hulley.

Mr. MacWilliams moved that the Senate adopt the Federal time for the government of the house of this session.

Which was agreed to.

Mr. MacWilliams moved that the Senate do now adjourn to ten o'clock a. m. tomorrow.

Mr. Johnson moved as a substitute that the Senate do now adjourn to 11 o'clock a. m. tomorrow.

The substitute motion prevailed.

Thereupon the Senate stood adjourned to 11 o'clock a. m. Wednesday, April 9, 1919.